

Executive Registry

11 MAY 1959

MEMORANDUM FOR: Deputy Director of Central Intelligence

SUBJECT: Military Personnel Support

REFERENCES: a. USAF Memo, dtd 5 February 1959, re USAF  
Personnel Support - General  
b. DD/P Memo, dtd 8 April 1959, re Air Operations  
in Europe  
c. Staff Study, dtd 30 April 1959, re Policy for  
Military Personnel Ceiling and Reimbursement

1. This memorandum contains recommendations submitted for DDCI approval. Such recommendations are contained in paragraph 10.

2. In response to your request for a survey of military personnel support, and reimbursement therefor, there is submitted under separate cover a staff study dated 30 April 1959 on this subject which contains recommendations for your approval.

3. The Air Force has requested that non-reimbursable [ ] personnel spaces be eliminated from the annual CIA military personnel authorization and that the authorization be increased [ ] to include that number of Air Force personnel utilized in support of CIA activities for whom reimbursement is not now being made (reference a). The Air Force recognizes this number is subject to adjustment and DPD officials, [ ] have indicated a sizeable reduction can be made. Following this survey, the Deputy Director (Plans) has recommended [ ] [ ] which would increase the potential value of these assets and may further reduce personnel requirements (reference b).

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4. If the recommendations contained in the Staff Study (reference c) pertaining to personnel ceiling and reimbursement policy for all military personnel are approved, additional changes will be made in the number of

Air Force personnel chargeable to the CIA personnel ceiling. Accordingly, the following estimates of funds and personnel ceiling requirements are based upon approval of the policy recommended in the Staff Study [redacted]

[redacted]

5. Regarding [redacted] personnel assigned to CIA, the Agency has followed the practice of counting such personnel against its personnel ceiling, therefore, adoption of the proposed policy of reimbursing for this category of personnel will not require additional ceiling spaces. There are currently [redacted] personnel assigned to the Agency from the several military services of which [redacted] are from the Air Force.

[redacted]

[redacted]

[redacted]

7. Reimbursement, including reimbursement for Air Force personnel listed in paragraph 6 above, is estimated as follows:

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9. The Agency did not anticipate the additional fund requirement of [ ] for FY 1960, and did not therefore provide funds for this purpose in the FY 1960 Program. At this time, we are not able to state that we can absorb the additional costs involved from our FY 1960 budget allocation. Technically, under the present Memorandum of Agreement, the military services necessarily would have budgeted for the personnel involved in FY 1960, and would have provided spaces in their personnel ceilings. However, it is recognized that utilization of these employees in support of CIA deprives the military services of an equal number of employees who could be utilized exclusively for the military program.

10. It is recommended that:

a. The personnel ceiling and reimbursement policy proposed in the Staff Study dated 30 April 1959 be approved, effective 1 July 1960.

b. The attached memorandum (TAB 1) be forwarded to the Department of Defense, and, subject to Department of Defense concurrence,:

(1) The Agency components concerned be instructed to provide for reimbursement of the military personnel listed above, in their FY 1961 Programs;

(2) The DD/P personnel ceiling be increased [ ] effective 1 July 1960, to provide for the additional Air Force personnel to be placed under Agency ceiling.

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(signed) H. Gates Lloyd

H. GATES LLOYD  
Acting Deputy Director  
(Support)

Attachment: TAB 1

The recommendations contained in paragraph 10 above are ~~approved~~ concurred in for approval by DCI.

CONCUR: 14 MAY 1959

Signed C. P. CARELL 15 MAY 1959

C. P. CARELL  
General, USAF  
Deputy Director of Central Intelligence

Deputy Director  
(Plans)

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SSA-DD/[ ] (13 May '59)

Distribution:

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Executive Registry

11-4218

16 MAY 1959

MEMORANDUM FOR: The Secretary of Defense

SUBJECT: Personnel Ceiling Distribution and Reimbursement  
for Detailed Military Personnel and Services  
Rendered in Support of CIA

REFERENCES: a. Memorandum of Understanding, dated 1955 Between  
Secretary of Defense, Director, Bureau of the  
Budget and Director of Central Intelligence

b. Memorandum from Headquarters, USAF, to Deputy  
Director of Central Intelligence, dated  
5 February 1959, Subj: Personnel Support of  
the Central Intelligence Agency (AFXPD-PL-TB)

25X1 1. The Central Intelligence Agency budgets for and reimburses the  
Department of Defense for all military personnel detailed to the Agency  
for all activities [redacted] This is in keeping with a  
Memorandum of Understanding, signed in 1955 by the Secretary of Defense,  
the Director, Bureau of the Budget, and the Director of Central Intelli-  
gence. Reimbursement is made to the several Military Services for various  
other support rendered in accordance with separate support and reimburse-  
ment agreements.

2. Headquarters, United States Air Force, has requested CIA to  
make reimbursement for personnel assigned to [redacted]  
and for certain other personnel not heretofore detailed to CIA, in a  
manner which will relieve the Air Force of personnel ceiling liability  
for these personnel. Such personnel are utilized solely, or principally,  
in support of CIA. A review has been conducted of current support and  
reimbursement procedures as they may affect any of the Military Services  
in rendering support to CIA. As a result I believe it is appropriate at

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this time to revise the 1955 Memorandum of Agreement to provide reimbursement for all detailed military personnel, including those assigned [redacted] The revised Agreement should, however, make allowances for those crisis situations wherein substantial numbers of [redacted] personnel may be required by CIA. It seems appropriate that in such event, the required personnel would be made available on a temporary non-reimbursable basis.

3. I also believe that it is desirable to establish or reaffirm the general principles under which CIA will reimburse the Services for salaries of military personnel and charge CIA personnel ceiling, or reimburse only for services rendered by military personnel utilized in support of CIA activities. I feel that the criterion for determining the proper charge to CIA personnel ceiling is the existence of a formal detail of military personnel to CIA for a normal tour of duty, under CIA administrative command and control, to perform work exclusively on behalf of CIA. Reimbursement for services, including those performed by individuals who are identified as engaged in continuing support of CIA but who are not under the command of CIA for reasons of efficiency, appears to be the soundest procedure for personnel who are not formally detailed to CIA.

4. Revision of the Memorandum of Agreement to provide reimbursement and personnel ceiling distribution under this principle requires approval of the Department of Defense and the Bureau of the Budget. Upon approval CIA will include the necessary funds for reimbursement in its program for FY 1961, but because of the lead time required for budget purposes there is insufficient time to prepare for reimbursement in FY 1960 as requested by the Air Force. Funds for this purpose are not contained in the CIA budget for FY 1960. In the belief that establishment of mutually satisfactory principles of reimbursement and distribution of personnel ceiling will eliminate the major problem by providing a basis for orderly planning for CIA support requirements, it is proposed that reimbursement commence on 1 July 1960.

5. Subject to approval by the Department of Defense I shall request the Bureau of the Budget to approve revision of the 1955 Memorandum of Agreement as described herein.

**SIGNED**

ALLEN W. DULLES  
Director

SSA-DD/S [redacted] 13 May 59)

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**SIGNED**

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CONCUR:

(signed) H. Gates Lloyd

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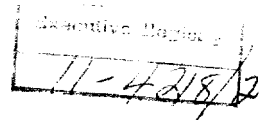
H. GATES LLOYD

Acting Deputy Director (Support)

~~SECRET~~

157-2124

30 April 1959



TO: Acting Deputy Director (Support)

SUBJECT: Reimbursement for Defense Department Personnel

1. BACKGROUND

In letter dated 5 February 1959 the Department of the Air Force requested CIA to include in its personnel requirement certain officers and men who had been identified as working exclusively in the interests of CIA. These officers and men are at present under Air Force command, paid by the Air Force and counted against Air Force ceiling.

2. STATEMENT OF THE PROBLEM

The problem is to relate this request to various policy alternatives, to explore the implications of such policy alternatives as they would affect the status of other military personnel and military activities in support of CIA, including the cost of accomplishing reimbursement.

3. FACTS BEARING ON THE PROBLEM

a. Reimbursement Arrangements Between Government Agencies

- (1) The Economy Act (31 USC 686) authorizes executive departments and establishments to place orders with other such departments and establishments for materials, supplies, equipment, work, or services, and to make payment therefor. The relevant citation from this Act is attached as Tab A.
- (2) It is common practice in government that the services supplied and paid for in accordance with the Economy Act be performed by personnel provided by the supplying department or establishment, and that such personnel in no way be considered as detailed to or under the administration of the receiving department or independent establishment.
- (3) CIA has entered into many arrangements with other departments of the government for the provision of services provided by personnel and has generally followed government practice in reimbursing for services performed rather than for the salaries of the individuals involved.



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b. Special Reimbursement Arrangements Between Components of the Department of Defense and CIA

The Department of Defense Appropriations Act, 1956 (P.L. 84-157), provides that "... military ... personnel as may be detailed for duty with agencies not a part of the Department of Defense on a reimbursement basis may be employed in addition to the numbers otherwise authorized and appropriated for." Under this provision of law, officers and enlisted men detailed to and reimbursed for by CIA are excluded from the Services' personnel ceiling and are included in the ceiling for CIA. [REDACTED]

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[REDACTED]

Copies of the agreements reached between the Department of Defense, the Bureau of the Budget, and the Central Intelligence Agency in 1952, and amended in 1955, are attached as Tab B.

c. Bureau of Budget Views

The Bureau of the Budget, in discussing the problem of Agency reimbursement to the Department of Defense for services, has indicated its belief that such reimbursement is proper. The Bureau has also been informed that a request for a release of reserve for contingency funds would be required to cover any significant increase in such costs during fiscal year 1960, on the understanding that these costs will be included in the Agency's 1961 budget submission. The Bureau also stated that their concern involving personnel ceilings was solely that one agency or the other include personnel strength and that no group be omitted from both Defense and CIA strength reports.

d. Categories of Military Personnel Detailed to or in Support of CIA:

- (1) Detailed military personnel. Current authorizations and the present number on duty are given in Tab C.
- (2) Personnel assigned to military establishments providing general support [REDACTED] These establishments are reimbursed for services performed by military personnel in accordance with [REDACTED] [REDACTED] Reimbursement is made upon a cost estimate for a unit of service, and then only upon a presentation that

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funds for the support required are not reasonably provided in the appropriations of the command concerned. To illustrate: reimbursement is made for the maintenance services supplied to Agency vehicles by military motor pools and for the education of dependent children in military schools; on the other hand reimbursement is not made for the general police services performed in a military area by the provost marshal.

- (3) The short-term services of military personnel informally detailed to CIA units to perform operational support duties of an essentially military nature in direct support of current operations. To illustrate: Signal Corps units will assist the Office of Communications in erecting antenna, laying wire, and other operations, which are a normal part of their support to military commands. Ordinarily no reimbursement is made for such support.
- (4) Military personnel required to perform continuing services exclusively in support of CIA activities but who remain under the operational control and command of the Service providing the support. An illustration of this group is that part of the base

[REDACTED]

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[REDACTED] This is the only other such arrangement reported by DD/P.

- (5) Military personnel assigned to Agency units or offices in accordance with NSCID-7, NSCID-5, and DCID 4/2. The various arrangements made in this general sphere include the assignment of military personnel to the field offices [REDACTED]

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[REDACTED]

[REDACTED] These personnel are paid by the military service and carried against military ceiling.

#### 4. DISCUSSION

- a. It would appear from a review of the facts that there are basically two ways in which this Agency reimburses another for personal services: (a) reimbursement for salaries of detailed personnel; and (b) reimbursement for services performed. The Air Force has come forward with the one significant alternative procedure, a request that individuals performing duties which are intrinsic to the mission of

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the Air Force and who it is planned will remain under the administrative and technical command of the Air Force be included in the Agency's requirement for detailed personnel, counted against Agency ceiling, and paid for by the Agency.

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A logical extension of this procedure could involve payment of salaries and provision of ceiling for the Agency guard force, [redacted] and for many other civilian government employees who from time to time are called upon to work full time in the interest of the Agency. This hardly appears as a desirable course of action. At the same time, it is recognized that the military services have a legitimate claim on CIA in those instances in which CIA requirements result in a definite and identifiable augmentation of the unit providing support. Inasmuch as the services performed are essentially or exclusively military in nature, this type of claim can be properly satisfied by payment for services rendered. [redacted]

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- b. It is not always easy to distinguish between services for which reimbursement might be made and those services which require the detail of military personnel to CIA. For example, the Agency uses detailed soldiers as [redacted]

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- c. Provision of [redacted] personnel to CIA on a non-reimbursable basis is inconsistent with other practice with regard to reimbursement, and

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therefore, their salaries should be reimbursed and they should be counted against Agency ceiling. In the event of a crisis

[redacted] the Services will be requested to make such personnel available on temporary non-reimbursable basis.

- d. A review of reimbursable services rendered to CIA by elements of the Defense Department reveals that the charges made are reasonable and that the administration of such reimbursement is not out of proportion to the value of services received. Furthermore, it is recognized that many valuable short-term services continue to be performed by military units without request for reimbursement.

5. CONCLUSIONS

- a. It is concluded that CIA should reimburse the salaries of all officers and men detailed to the Agency, including [redacted] personnel; that CIA should not make salary reimbursement for nor count against its ceiling those military personnel who are not formally detailed to the Agency; that CIA should accept in reimbursable detail status those military personnel required to perform work exclusively on behalf of CIA and under the administrative command and control of CIA; and that CIA should reimburse the Department of Defense for services including those performed by individuals who are clearly identified as engaged in continuing support functions but who are not under the command of CIA for reasons of efficiency.

6. RECOMMENDATIONS

It is recommended that the position set forth in paragraph 5.a., above, be used as a basis for negotiation of the Air Force request at Department of Defense level. Specifically, it is recommended that the Agency:

- a. Accept in reimbursable detail status those military personnel who are performing work exclusively for, and under the administrative command and control of, the Agency, [redacted]
- b. Reimburse the military Services under current agreements for services furnished the Agency, including those performed by personnel who are not, for reasons of efficiency, under the command of the Agency; and

c. Revise the Memorandum of Understanding of 1955

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SIGNED

Gordon M. Stewart  
Director of Personnel

Attachments:

Tabs A, B, C & D

CONCUR: I strongly endorse the above recommendations

2 MAY 1959

SIGNED

Deputy Director  
(Plans)

Date

(signed) H. Gates Lloyd  
Acting Deputy Director (Support)

5 MAY 1959

Date

The recommendations contained in paragraph 6  
are ~~approved~~ concurred in for DCI approval.

Signed C. P. CABELL

15 MAY 1959

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C. P. CABELL  
General USAF

Date

Deputy Director of Central Intelligence

Approved by DCI  
16 May 1959

D/PERS:GMSTEWART:hc:vld (30 Apr 59)

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FROM:		
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FORM NO. 241  
1 FEB 55

REPLACES FORM 36-8  
WHICH MAY BE USED.

(47)

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NOTE FOR DDCI (in response to telephone request)

SUBJECT: 1960 Budget for Air Force Personnel Utilized in Support of CIA.

Major Mullen, who works with Lt. Col. Prouty, states that the Air Force did include funds in their 1960 budget for the personnel we would begin reimbursement for under the policy which has been recommended to you. However, he states that reimbursement in FY 1960 by CIA would not represent duplication since these people are routinely programmed to meet Air Force requirements, and utilization in support of CIA without reimbursement deprives the Air Force of personnel needed for their own operations.

If reimbursement is made the Air Force will add to its personnel strength so that they may take full advantage of their personnel ceiling, and, in addition, provide necessary support to CIA.



SSA-DD/S

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CENTRAL INTELLIGENCE AGENCY

OFFICE OF THE DEPUTY DIRECTOR

DCI:

I believe it most  
important to adopt  
this new procedure  
+ so relieve one of  
the strains between  
CIA + the Services.

CPC

(Date 15 May)



**SECRET**

5 MAY 1959

MEMORANDUM FOR: Deputy Director of Central Intelligence

SUBJECT: Military Personnel Support

REFERENCES: A. USAF Memo, 5 February 1959, re USAF Personnel Support - General  
 B. DDP Memo, 8 April 1959, re Air Operations in Europe  
 C. Staff Study, 30 April 1959, re Policy for Military Personnel Ceiling and Reimbursement

1. This memorandum contains recommendations submitted for DDCI approval. Such recommendations are contained in paragraph 9.

2. In response to your request for a survey of military personnel support, and reimbursement therefor, there is submitted under separate cover a staff study dated 30 April 1959 on this subject which contains recommendations for your approval.

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3. The Air Force has requested that non-reimbursable [redacted] personnel spaces be eliminated from the annual CIA military personnel authorization and that the authorization be increased [redacted] spaces to include that number of Air Force personnel utilized in support of CIA activities for whom reimbursement is not now being made (Reference A). The Air Force recognizes this number is subject to adjustment and DPD officials, [redacted]

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indicated a sizeable reduction can be made. Following this survey, the Deputy Director (Plans) has recommended [redacted] which would increase the potential value of these assets and may further reduce personnel requirements (Reference B).

4. If the recommendations contained in the Staff Study (Reference C) pertaining to personnel ceiling and reimbursement policy for all military personnel are approved, additional changes will be made in the number of Air

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*Beuter*  
*by* [redacted]  
 5/14/59

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Force personnel chargeable to the CIA personnel ceiling. Accordingly, the following estimates of funds and personnel ceiling requirements are based upon approval of the policy recommended in the Staff Study

[REDACTED]

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5. Regarding [REDACTED] personnel assigned to CIA, the Agency has followed the practice of counting such personnel against its personnel ceiling, therefore, adoption of the proposed policy of reimbursing for this category of personnel will not require additional ceiling spaces. There are currently [REDACTED] personnel assigned to the Agency from the several military services of which [REDACTED] are from the Air Force.

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[REDACTED]

7. Reimbursement, including reimbursement for Air Force personnel listed in paragraph 6 above, is estimated as follows:

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9. It is recommended that:

a. The personnel ceiling and reimbursement policy proposed in the Staff Study dated 30 April 1959 be approved;

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b. The attached memorandum (Tab 1) be forwarded to the Department of Defense, and, subject to Department of Defense concurrence:

(1) The Comptroller be authorized to request funds for reimbursement to the Air Force in FY 1960, and to other military Services if agreed upon;

(2) ☐ personnel ceiling be increased by ☐ to provide for the additional Air Force personnel to be placed under Agency ceiling.

(signed) H. Gates Lloyd

H. GATES LLOYD  
Acting Deputy Director  
(Support)

The recommendations contained in paragraph 9 above are approved.

CONCUR: 2 MAY 1959

SIGNED

C. P. CABELL  
General, USAF

Deputy Director of Central Intelligence

Deputy Director  
(Plans)

SSA-DD/S: ☐ 1 May '59)

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15 Jan 59

NOTE FOR RECORD:

Memo for DDCI was received from AF Plans  
dtd 1/7/59, subject: "Reduction of  
Assigned Aircraft", [redacted] Two  
references were identified therein:

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Ref "a" -- DDCI memo of 20 Dec 58  
(see attached cy).



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Orig of the 1/7 AF memo was sent to DD/S, 1/16  
[this date] after CPC had noted; and copy  
was sent to Air Div. via DD/P, together  
with copy of Ref "b" which we had borrowed  
from [redacted] to pass to CPC with the AF  
memo.

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MEMORANDUM FOR: The Secretary of Defense

SUBJECT: Personnel Ceiling Distribution and Reimbursement  
for Detailed Military Personnel and Services  
Rendered in Support of CIA

REFERENCES:

- A. Memorandum of Understanding, dated 1955 Between Secretary of Defense, Director, Bureau of the Budget and Director of Central Intelligence
- B. Memorandum from Headquarters, USAF, to Deputy Director of Central Intelligence, dated 5 February 1959, Subj: Personnel Support of the Central Intelligence Agency (AFXFD-PL-TD)

1. The Central Intelligence Agency budgets for and reimburses the Department of Defense for all military personnel detailed to the Agency for all activities [redacted] This is in keeping with a Memorandum of Understanding, signed in 1955 by the Secretary of Defense, the Director, Bureau of the Budget, and the Director of Central Intelligence. Reimbursement is made to the several military Services for various other support rendered in accordance with separate support and reimbursement agreements.

2. Headquarters, United States Air Force, has requested CIA to make reimbursement for personnel assigned to [redacted] and for certain other personnel not heretofore assigned to CIA, in a manner which will relieve the Air Force of personnel ceiling liability for these personnel. Such personnel are utilized solely, or principally, in support of CIA. A review has been conducted of current support and reimbursement procedures as they may affect any of the military Services in rendering support to CIA. As a result I believe it is appropriate at this time to revise the 1955 Memorandum of Agreement to provide reimbursement for all detailed military personnel, including those assigned to

*Rewritten by*

5/13/59

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[redacted] The revised Agreement should, however, make allowances for those crisis situations wherein substantial numbers of [redacted] personnel may be required by CIA. It seems appropriate that in such event, the required personnel would be made available on a temporary non-reimbursable basis.

3. I also believe that it is desirable to establish or reaffirm the general principles under which CIA will reimburse the Services for salaries of military personnel and charge CIA personnel ceiling, or reimburse only for services rendered by military personnel utilized in support of CIA activities. I feel that the criterion for determining the proper charge to CIA personnel ceiling is the existence of a formal detail of military personnel to CIA for a normal tour of duty, under CIA administrative command and control, to perform work exclusively on behalf of CIA. Reimbursement for services, including those performed by individuals who are identified as engaged in continuing support of CIA but who are not under the command of CIA for reasons of efficiency, appears to be the soundest procedure for personnel who are not formally detailed to CIA.

4. Revision of the Memorandum of Agreement to provide reimbursement and personnel ceiling distribution under this principle requires approval of the Department of Defense and the Bureau of the Budget. Further, CIA has not budgeted for the funds which would be required to effect reimbursement for FY 1960, therefore, it would be necessary for CIA to obtain the funds for this purpose.

5. Subject to approval by the Department of Defense I am prepared to request the Bureau of the Budget to approve both the revision of the Memorandum of Agreement and the necessary funds to begin reimbursement thereunder 1 July next. CIA will include funds for this purpose in our program for FY 1961.

ALLEN W. DULLES  
Director

SSA-DD/S: [redacted] (7 May 59)

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SUBJECT: Air Force Personnel Support to CIA

CONCURRENCES

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15/ [redacted]

Director of Logistics

Date

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15/ [redacted]

SE Division

24 NOV 1958

Date

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Signed [redacted]

FE Division

26 NOV 1958

Date

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(SIGNED) [redacted]

EE Division

NOV 25 1958

Date

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15/ [redacted]

for Comptroller

24 NOV 1958

Date

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for [redacted]

General Counsel

26 NOV 1958

Date

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for 15/ [redacted]

Director of Personnel

21 NOV 1958

Date

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15/ [redacted]

21 NOV 1958

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[redacted]

Date

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(signed) [redacted]

Operational Services, DD/P

26 NOV 1958

Date

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15/ [redacted]

Acting Deputy Director (Plans)

26 NOV 1958

Date

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[redacted]

Special Support Assistant-DD/S

26 NOV 1958

Date

TS No. 141174/A

DEC 13 1958

1. This memorandum contains a recommendation submitted for DDCI approval. The recommendation is contained in paragraph 7.

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**L. K. WHITE**  
**Deputy Director**  
**(Support)**

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**ATTENTION:** This form will be placed on top of and attached to each Top Secret document received by the Central Intelligence Agency or classified Top Secret within the CIA and will remain attached to the document until such time as it is downgraded, destroyed, or transmitted outside of CIA. Access to Top Secret matter is limited to Top Secret Control personnel and those individuals whose official duties relate to the matter. Top Secret Control Officers who receive and/or release the attached Top Secret material will sign this form and indicate period of custody in the left-hand columns provided. Each individual who sees the Top Secret document will sign and indicate the date of handling in the right-hand columns.

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DOCUMENT DESCRIPTION		REGISTRY
SOURCE O-DD/S		CIA CONTROL NO. 141174
DOC. NO.		DATE DOCUMENT RECEIVED
DOC. DATE 20 DEC 1958		
COPY NO. 3 of 17		
NUMBER OF PAGES 3		
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DOWNGRADED	DESTROYED	DISPATCHED ( <i>OUTSIDE CIA</i> )	
TO	BY ( <i>Signature</i> )	TO	
BY ( <i>Signature</i> )	WITNESSED BY ( <i>Signature</i> )	BY ( <i>Signature</i> )	
DATE	DATE	OFFICE	DATE

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To ER:

Please receipt attached document, log  
in, and have original hand-carried to Mr.  
 (per Routing Sheet) and return copy  
to this office for our files.

Thanks,

Bernie  
O/DDCI